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ABSTRACT

Over the last five years Michigan has worked on a comprehensive library services plan. A review of the goals, organization, and financing of local public libraries, existing system libraries, and college and university libraries suggested a number of changes to be mandated through two pieces of proposed legislation. One proposed bill encouraged affiliation of local libraries with their county library, standardized local governing boards, and mandated services to all county residents regardless of governmental affiliation by all libraries within a county. The State Board for Libraries was given responsibility for setting goals and objectives for local and system libraries. Various state aid provisions were specified, including use of penal fines as a deduction from the balance between local tax and state aid equalization for libraries. The proposal also mandated a single system where two system libraries exist within a single county, and it restricted state aid and system grants to system activities, and encouraged system libraries to operate in regional affiliations. The second piece of proposed legislation allocated funds for data collection on the planning and funding of public college and university libraries in the state and for the establishment of a centralized access office for Michigan academic libraries. (KB)

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A PLANNING DOCUMENT ON THE STRUCTURE AND RESPONSIBILITY OF LIBRARIES IN THE STATE OF MICHIGAN: A FIVE POINT PLAN FOR FINANCING RESPONSIBLE LIBRARY REFORM IN MICHIGAN

Introduction

This paper sets forth a plan for reorganizing public libraries into regional systems which can be funded by local, state, and possibly federal money. Such regional systems will be accountable for the operations they perform and will measure their impact on library services to children, youth, and adults in the State of Michigan.

The Background Section outlines current history of libraries in Michigan over the last five years with reference to studies and papers which have outlined a new structure for libraries.

Each of the succeeding chapters will deal with one type of library reorganization and its involvement in COMPREHENSIVE LIBRARY SERVICE to the citizens of Michigan.

Chapter 1 - The reorganization and financing of local libraries.

Penal fines as a source of library funding.

Chapter 2 - The reorganization and strengthening of system libraries into regional areas.

Chapter 3 - Postsecondary libraries.

Chapter 4 - Summary of Recommendations.

Each of these chapters deals with a vital portion of COMPREHENSIVE LIBRARY SERVICE to the citizens of Michigan and discusses how each type of library should assume a clearly defined role in order to be adequately funded and to contribute to a viable system of library operations in Michigan.

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School libraries must be included in any plan for COMPREHENSIVE LIBRARY SERVICE. Their specific link to a statewide network is assumed. The basic premise is that every school district local board of education should see to it that adequate library services are available in every school building in their district.

Background

Over the past five years, the Department of Education, through its State Library Services, has been attempting to strengthen library services in Michigan. A dynamic system demonstrating a measurable impact must be delineated and operated so that each type of library can qualify for its share of money among the vast world of activities competing for each dollar of revenue. During these five years, several statements have been issued on the role of the State Library. After long planning sessions, on June 1, 1972 the Department of Education issued A Long-Range Plan of the Michigan Department of Education for Library Services Throughout the State. The document was also used to comply with federal regulations in order to receive Library Services and Construction Act, Title I, II and III funds.

This long-range plan identifies the functions of each of the programs within Library Services and provides a mechanism by which each program can be accountable. In bringing about the plan, a structural relationship evolved. The structure identifies all library activities (at the state level and at the local level) that are funded through public funds and puts them in perspective with the State Library. This structure also identifies the State Library as the hub of library

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activities. In order to execute that structure, State Library Services takes on two distinctive roles:

1. Planning and coordination in attempting to provide for the State Board of Education sufficient information to enable the State Board of Education to advise the Legislature and the Governor of the monies needed for a system of COMPREHENSIVE LIBRARY SERVICES; and
2. A reference and research library:
    a. to provide full service to State Government
    b. to provide special library consultation to school, public, college and university libraries.
    c. to provide an interlibrary loan service to all libraries in the State of Michigan.
    d. to administer the State law library and State documents center.

In accordance with this plan, over the past five years the State Library has redirected the purchase of materials; has all but eliminated the purchase of such things as fiction, has reduced its purchase of juvenile books, and has reduced its purchase of popular titles which every public library or certainly any system or regional library, should contain. This is a long process. It takes several years to change the character of a book collection and to educate others to these changes. Even today, many libraries turn to the State Library for materials which are far too popular for the State Library to contain. The State Library has phased out its long-time walk-in service to Lansing residents.

The State Library must continue to be the hub of any library network plan. However, it alone cannot accomplish a new plan for library service. All types of libraries should participate. COMPREHENSIVE LIBRARY SERVICE in Michigan will take time to obtain, but some attempt must be made to approach it.

In 1970 the State Legislature of Michigan commissioned a study of public libraries which was done by John K. Hudzik, "A Fiscal and Organizational Analysis of Public Libraries in Michigan." That study analyzed the existing structure of libraries and made several recommendations.

On March 10, 1972 the Michigan Department of Education issued a position statement, The Responsibility of the Michigan Department of Education for Library Services Throughout the State. On October 27, 1972 Dr. John W. Porter, State Superintendent of Public Instruction, addressed the fall conference of the Michigan Library Association in Grand Rapids and urged librarians to respond to the new demands of the 1970's.

No longer can public libraries, college and university libraries, and school libraries function independently of each other if state and federal money are to approach funding levels needed to provide library activities in Michigan. No longer can any local municipality fully support the needs of every citizen of its community. Library materials are far too expensive to expect any local library or any university library, no matter whether it serves a thousand people, a million people, or a student clientele of forty thousand, to provide for all of the needs of the patrons who will use that facility. It is only when the state

establishes a completely new network and new regional system of libraries that resources can be made available to meet the total library needs of all Michigan residents.

In April of 1971 the Department of Education had legislation (House Bill No. 4920) introduced in an attempt to revamp libraries in Michigan. At the same time a companion bill, House Bill 4918, was introduced to restructure the distribution of penal fines. House Bill 4850, to establish a network of research libraries in Michigan, was passed by the Legislature and became the Network Act of 1972.

In 1973, two attempts were made to change library funding. In both the House and Senate, bills for additional state aid were introduced but neither of these bills dealt with the basic flaw: library organization and delivery systems.

The Senate did amend the Department of Education appropriation bill, increasing state aid to public libraries from $1,925,000 to $4,300,000, and in 1974 it was increased again to a total of $4,576,000. Thus local aid to public libraries was changed from 5¢ per capita to 30¢ per capita for the first time since 1938.

A viable plan for library service must be enacted if there is to be a responsible pattern to benefit all Michigan residents. When such a plan has been enacted, it will be the responsibility of the Department of Education to assist in seeking financial support commensurate with the plan.

DEFINITIONS

As Used in Act 286, 1965

1. "Local public library" means a library, the whole interests of which belong to the general public, lawfully established for free public

purposes by 1 or more counties, cities, townships, villages, school districts or other local governments or any combination thereof, or by any general or local act, but shall not include a special library such as a professional, technical, or school library.

2. "Library system" means 1 or more public libraries maintained by 1 or more local governments serving a population of at least 100,000 or serving a population of at least 50,000 if the area served has a population of 35 or less per square mile, which has an approved plan. A library system may consist of any of the following:

   a. A library maintained by a single local government.

   b. A consolidated library system in which 2 or more local governments merge their libraries to form a single library system.

   c. A cooperative or federated library system in which 2 or more libraries or local governments enter into a written agreement to implement a plan of service for the libraries or local governments so contracting.

ROLE OF LIBRARIES

Librarians in all types of libraries must identify their role. Library services are supportive services for activities within the community and the education environment. Until librarians clearly identify activities and set forth a plan of operation, funding levels cannot be established.

All libraries perform a combination of two roles: 1) support to education, and 2) information and cultural enrichment. Public libraries,

in dispensing services for education, information and recreation, have long played the role of the people's university.

Support for Education

As an educational support system, local libraries serve elementary and secondary school children, students at the postsecondary level, and adults through continuing education. The local library provides the materials to allow a local patron to learn more about himself, to assist him in gaining employment, and to provide an increasing store of knowledge which he can utilize to better function in today's society.

Elementary and secondary school libraries are primarily designed to support the formal curricular education of the children. College and university libraries provide a higher level of activity in the formal education spectrum. The campus user finds the library resources an aid to obtaining a professional degree or to completing research studies which will provide a new impact upon society. Again, the educational process is supported by the library.

Information and Cultural Enrichment

The other role that libraries perform is that of supporting cultural or informational activities. These activities can neither be measured in terms of gainful employment, nor be identified in terms of providing meaningful impact upon society. These cultural activities are self-satisfying to the individual. The spectrum ranges from learning about history, learning about one's ancestors, appreciating the art and culture from past years or present times, of seeing in some kind of visual form the impressions of great artists, of viewing movies that have impact as

far as viewing the past or the present, to be able to analyze one's surroundings in a form of self-satisfaction that makes one have a feeling of reward within himself.

Library administrators should put these activities together and describe the depth of involvement in each.

GOALS AND OBJECTIVES

Libraries at all levels have tried to provide a larger spectrum of services for everybody. In attempting to be all things to all people and to operate in all these spheres, libraries generally have diluted their services and have not provided a plan which can be accurately identified and adequately funded. While $100 million is expended for Michigan's library services from state, local and federal funds, this is probably insufficient to meet the vast array of the needs for library services. Until such a time as a total state plan can be identified and accepted by all libraries and librarians, there will be little hope of adequate funding. Once a credible plan has been accepted, it will then be possible to cost-identify each item and provide the funds necessary to do the job that has been outlined. Goals should be identified and measurable objectives stated. Once identified, there is a mechanism for determining whether or not the service delivery system meets the needs of those objectives. There can be a system of evaluation and measurement, and annual recommendations on how to improve the system and how to meet the needs of libraries at every level.

CONCLUSION

In order to achieve an effective support system, there must be

closely identified structures for each level and each kind of library that will be involved in local, state and federal funding. An attempt should be made to obtain a uniform local library organization with common goals and measurable objectives. System libraries should be strengthened or consolidated to provide supplemental needs of the local library and to evolve into regional service patterns. College and university libraries can provide access to resources, not only to the university community and the professions, but also to all those in the State of Michigan who need research materials. In addition, the State Library must be strengthened to perform the activities as the hub of such a system. Any state plan should be flexible enough to fit a network of federal information exchange with the State Library becoming the center through which Michigan libraries have access to the federal information system.

Each of the succeeding chapters will identify the problems of each type of library and make a recommendation for the change to a viable system.

Chapter 1

LOCAL PUBLIC LIBRARIES

In Michigan today, the 370 local public libraries have several major problems which should be corrected:

1. The greatest obstacle to a sound network of libraries is the hodge-podge of legal organization of public libraries in the State.
2. There are many sources of income, most of which are inadequate to finance local libraries.
3. There is an increased need of adequate and qualified staff to provide the services.

Organization

One of the major problems with local public libraries today is the library organization. Under current Michigan law, any municipality can have a library. However, a local public library can be established under any one of eight different laws. Each law has its differences in the responsibilities of the library, the number of board members, the method of their selection, and fund sources. Libraries are ruled by cities, counties, districts, regions, school districts, townships, villages, and even some system libraries are giving local library service. The number of board members varies from two members for each participating municipality to five members, six members, or eight members, depending upon the kind of library and the activity it is performing. Until libraries form a uniform structure within which all libraries function, there can be no adequate base of measurement. There will be no hope for uniform activity.

The logical plan would provide that every local public library, while it may have a different parent organization, should have a uniform organizational structure. That organizational structure is identified later, but would be governed by a five-man board which will be responsible for the operation of the local public library, will accept the funds that are designated for the library and disburse these funds in a meaningful fashion to provide maximum services to those people that the local library serves. Any existing local public library may retain its identity providing its structure conforms to enacted legislation.

Just as the schools have settled on the school district for a base-level organization, local public libraries must have a base-level. The county structure can provide such a base. It has taxing power and generally a large enough base to generate an acceptable income. Counties cover more or less equal geographical areas and have uniform governmental structures. It appears logical to attach the local public library to the most uniform and largest governmental base. Every county should have public library service and should allow any smaller local library to affiliate with it. Therefore, a plan should be devised to make the county library the base for local public library service. Table I depicts how the 370 existing libraries can be organized. Any newly established library should become a part of a county-wide library system so that each county may run a single library system. In any plan there should be a scale of incentive steps for state funding which would encourage libraries to affiliate with the county library.

Table I

Type and Number of Public Libraries

Current Libraries

City Libraries (Act 164, P.A. 1877)	143
County Libraries (Act 138, P.A. 1917)	34
District Libraries (Act 164, P.A. 1955)	39
Regional Libraries (Act 250, P.A. 1931)	1
School District Public Libraries (Act 269. P.A. 1955)	36
Township Libraries (Act 164, P.A. 1877) or (Act 269, P.A. 1955)	97
Village Libraries (Act 164, P.A. 1877)	20
TOTAL	370

Financing

The second major problem is financing. The Hudzik Report spends many pages on the inadequate funding of libraries. Libraries receive most of their revenues from (1) penal fines, and (2) local governmental funds often are available only after all of the other activities of the municipality have been funded. In some cases, the school district public libraries are competing with educational activities for funds which are needed for instructional purposes.

1. Penal fines are a continual problem. The original intent was that penal fines be used as a supplemental income; however, with Public Act 286 of 1965 recognizing penal fines as local support, a number of municipalities with large penal fine receipts consider them as total support. Approximately one-third of the local libraries depend upon penal fine revenues for the major part of their support. Penal fine receipts are unstable because:

   a. There is no uniform fine scale. The fine for the same offense in one county may be different than that in another.

   b. More cases are pardoned in favor of rehabilitation.

   c. More local ordinances overlap State law and more offenses are being tried under local ordinances.

In some cases the penal fines are not distributed as expeditiously or wisely as they might be. In counties where there has been no county library, the distribution of the fines for the unserved areas are assigned to a county (penal fine) board, which has no other library

responsibility. This board, often composed of people with little library experience, meets once a year to distribute the fine revenues. Because of the infrequency of meetings, it is difficult to convene the entire board at one time, and when convened, to expect them to make sound judgments on the kind of library service that should be provided. Because of some local conditions, poor contracts are perpetuated year-after-year. The distribution process must be changed to be more responsive to the needs of the people.

The penal fine revenues could possibly disappear with the reorganization of the state's court system. Removal of penal fines, as a library revenue source would necessitate a constitutional amendment. The state aid to libraries should be increased to offset the $4.5 to $5 million which currently is available to libraries from penal fine revenues. Even though penal fine receipts are considered supplemental funds, the amount of the revenues are such that the libraries of Michigan cannot operate without a similar appropriation.

2. Further, and more important, are the other funds which locally support the libraries. In the process of budget reviews with local governing boards, the library competes with other agencies of local government. Because libraries have been mentioned in every Constitution of the State of Michigan, and in each case given prominent status with education, any solution to the financial dilemma must provide that libraries not receive the lowest priority ranking in the budget process. Any new plan must encourage citizens to express their desires on the level of tax support. A specially designated library tax is the best assurance for an adequate financial base. This tax should be voted county-wide by

the electorate. State aid should be given to encourage libraries to affiliate with the county library. (See Table II.) When a county contains a county library and another local public library, which has been approved by the State Board of Education, tax monies could be distributed to each; however, citizens should not be taxed twice for library service.

Any new plan must allow citizens to express their desires on the level of tax support. A specially designated library tax is the best possible solution for an adequate financial base. Not only should there be an adequate source of local funds, but also a state aid program that assures an equalization so that low state-equalized counties can provide a minimum level library service.

In order to provide for uniform funding, the county is the logical income base. The plan would allow for a county-wide tax base as a support for all libraries. Where a tax is not feasible, the city council, or the county supervisors, could continue to support the library from the general fund. The remainder of the county, which took steps to join the county library, would benefit from the county library tax. The local library would receive money as shown in Table II.

TABLE II

A public library shall receive state aid in 1975-76 as related below. If local support based on State Equalized Valuation is:

3/10 mill	=	30 cents per capita
4/10 "	=	40 " " "
5/10 "	=	50 " " "
75/100 "	=	60 " " "
1.0 " or more	=	75 " " "

In addition, where the State Equalized Valuation equals less than $5055 per capita and where the local support is at least .75 mill on the SEV, the State will guarantee:

.75 mill	=	$3.80 per capita
1.0 "	=	5.05 " "

A county library shall receive an additional $ .15 per capita for all residents who are served directly by the county library or who are served by a library that has merged with or affiliated by contract with the county library.

Local Public Library Staff

The qualifications of local public library staff varies greatly and is often inadequate to meet the needs of the local patron. In some localities the staff amounts to a part-time person with a high school diploma. In other places, librarians have a master's degree in Library Science and an additional master's degree in a subject area. There should be a measurable base education level for each public library. In the same way that education has moved from the permit and full-year certificate to a provisional certificate granted only to a person with a bachelor's degree, a local public library staff should have minimum education attainment in order to provide library services. Today's current argument is that many of these localities cannot support a person with the kind of educational attainment needed. It is precisely here that some lines must be drawn and the money obtained for competent staff.

Unidentified Roles

A fourth problem is that local public libraries overlap with other local libraries. In some cases, local public libraries have been designated system libraries without providing additional services. It is difficult to discover where the local public library operation ends and where the system library begins. Libraries should not be allowed to be both a system library and a local library but should declare their levels of activity. It will be difficult to get adequate funding unless each library identifies itself as one type of library. Once it identifies itself, funding levels can be established.

GOALS AND OBJECTIVES

In the same way that the Michigan Department of Education expects each school to provide adequate impact, it should expect the local public library to provide adequate local library service. Similar to the school system, the delivery system of a local public library must have a measurable impact. At certain grade levels, the majority of children are expected to have acquired certain minimum attainment levels. It is conceivable that the local public library should have certain measurable levels. The State Board for Libraries and representative librarians should form a task force to write goals, measurable objectives and devise evaluation systems. These should be ready to submit to the State Board of Education within a year after the enactment of any reorganization law. In this manner, library services can be measured in relation to their impact on society.

RECOMMENDATIONS

The Department of Education recommends that:

1. Local public libraries be encouraged to affiliate with the county library. (Exhibit A)
2. Libraries serving less than a county area should be encouraged to affiliate with the county through a scale of state aid incentives.
3. All local libraries will have a governing board with similar membership duties and responsibilities defined by law.
4. Libraries within a county be open to all residents regardless of governmental affiliation.

5. Legislation be introduced to accomplish the above four local public library reorganizations and each reorganized local public library shall receive state aid as stated in Table II. Exhibit A is the proposed legislation to accomplish this local public library reform.
6. The State Board for Libraries be informed of its responsibilities for goals and measurable objectives so that it can start to formulate the recommendations as described in this paper.

On the matter of penal fines the Department of Education should:

1. Be aware of effects of loss of penal fines, and if fines are removed from library income, support a comparable increase in state aid.
2. Submit legislation to use penal fines as a deduction from the balance between local tax and state aid equalization for libraries which make an effort to meet requirements as stated in Exhibit A, Section 15, the proposed legislation to accomplish this task.

Chapter 2

SYSTEM LIBRARIES

The passage of Act 286, P.A. 1965, was a major step forward in the evolution of cooperation and economy of library service; however, the changing demands of society and the unforeseen shortcomings of the Act mandate a revision of the mode of operation. Like local libraries, there are problems with (1) organization, (2) finance, and (3) accountability of system libraries.

Organization

One of the basic premises of system service is that a larger organization can more economically provide those services which are not otherwise attainable by the smaller libraries. Six of the 24 system libraries are so designated because of a population criteria in the law (over 100,000) which allows for the designation as system library without demanding expanded service beyond the parent government and geographical boundaries. These system libraries receive additional funds which are actually used to support local library activities.

Because local public libraries are allowed to join system libraries on a voluntary basis, there are portions of the state which are not covered by system libraries.

The current law is restrictive in nature and designates system libraries as responders only to public library needs. System libraries often have little or no interaction with other types of libraries; e.g. intermediate school resource centers, regional media centers, college and university libraries, etc. System libraries must act as regional

catalysts for COMPREHENSIVE LIBRARY SERVICE within a given geographical area. In addition, systems have minimal interaction with each other. A network of libraries must exist so that resources and information can flow back and forth throughout the State. The State Library not only must act as the coordinating agent to see that this happens, but must also be the hub of activities for a smoothly run network.

The ultimate goal is to have a second level of regional library service which responds to all libraries (public, school, college and university). At this point, legislation should make it mandatory that units which logically could service larger geographical areas be combined into a unified operation which will provide services to all of those people within the area. The unified system activities will require additional finances. All systems should be strengthened in order to be able to accept the new challenge. Certain systems will need added funds to purchase resources that will provide a basic collection for the service area. The Upper Peninsula systems, as well as certain others in the Lower Peninsula, do not have minimum reference collections and do not have adequate book collections to provide service.

STATEWIDE COVERAGE

The total geographical coverage can only be accomplished when voluntary membership is eliminated. Often a member library bids one system against another for a price break. While in some cases the competitive theory results in better services, in the library system field it often can cause devastating effects when a member withdraws its financial support. Sometimes the withdrawal has no relation to

the services rendered. Similar to the concept that intermediate school districts cover the State, library systems should cover the State.

COMPREHENSIVE LIBRARY SERVICE

Librarians admit that a great portion of the service is rendered in support of education, whether at the elementary and secondary level, the postsecondary level, or the adult and continuing education level. It is justifiable that the delivery system for support of formal education be interfaced with that of library support. If COMPREHENSIVE LIBRARY SERVICE is to be attained, then the second service level must be phased into a dynamic, multi-media center concept. It is far too expensive to have public libraries acting independently of the education environment. The resources of the public library system should be available to the formal education process. This can be accomplished through a geographical service area coterminous with the intermediate education delivery area.

METHOD OF ACTION

In order to accomplish an orderly transition from current systems to regions, Substitute Senate Bill 831 should be enacted. In order to obtain complete coverage, libraries should be given two years in which to join a regional system. After that time, the local library will be assigned to a regional system by the State Board for Libraries and approved by the State Board of Education. In case there are disputes over the regional area or services rendered, or the operations of the regional system, the State Board of Education will review all recommendations and use them as a basis for making a final decision.

Finance

Informal efforts of State Library Services to encourage several systems to join in programs of intersystem activities has resulted in some progress. Federally funded demonstration projects have resulted in cooperation only as long as the federal monies were available. Some tangible results of continuation are evident after the funds expire. The Department of Education will continue to insure that creditable programs from state funds will be continued. This may result in greater state aid.

At present, because of the geographic location, financial bases result in vast differences in finances available to system libraries. For example, the system service rendered in Wayne County is highly advanced, while the service at the Soo System equates to a local public library in the lower part of the State. Much of the difference in service is the result of income available. Currently the systems are financed by membership fees paid by local member libraries. While the law requires at least 10¢ per capita membership fees, many systems collect several times that amount, or as high as 50¢ and 60¢ per capita. Such high membership fees discourage smaller, less affluent libraries from joining the larger cooperative. These are the very libraries who could benefit most from the economies offered by system service.

During the course of the next year, passage of Substitute Senate Bill 831 should be encouraged, and funding supported. All member libraries should open their doors to all of the people within the system, and should make available all of the resources of the system. System libraries should actually provide services which they will

specify in a plan, e.g. interlibrary loan, cataloging, book ordering, processing, consulting and inservice training.

Accountability

Since the service plans for system libraries have been poorly structured and there is no mandate on what services are to be included, many systems offer little or no service for the monies received. Library systems should be held accountable for the monies they receive. Also, some local public libraries have been made system libraries without being asked to delineate the role of the local library in relation to the role of the system library; therefore, there is no way that the activities, expenditures or benefits of one activity can be separated from the other.

During the next year, the system libraries must totally separate regional system activities from local library activities and clearly identify each. No longer should a local library and a system library operate as a single unit. It is essential that over the next five years the regional system operation move to a more independent operation which will provide intermediate level services to all libraries, the school, community college and four-year college libraries. As time goes on, the regional system library should eventually be aligned with intermediate school district resource centers or regional media centers, which act as school district delivery centers.

System libraries in many instances have not wholly accepted the parent role for member libraries, making it imperative that the State Library continue to carry on this burden. Except for a few cases, the

system libraries do not provide inservice training, consultant help, assistance with basic local library administration, or even intermediate reference service. The State Library has a service role at a higher level; should have staff available for planning and coordination, identifying new social and economic priorities with which libraries can provide support. State Library Services must act as a leader to guide the libraries of the State to better respond to the needs of the citizens of the State. Basic levels of regional system service must be identified and system libraries must provide those services if they are to continue as regional system libraries.

Amendments should be made to Act 286 of Public Acts of 1965 so that over the course of the next year system libraries will become more accountable for their actions and more important to the area they are serving. The State Board for Libraries, and representative librarians, should write goals and measurable objectives for all system libraries which will be submitted to the State Board of Education for approval. This will assure a uniform service for the state aid dollar granted.

RECOMMENDATIONS

The Department of Education should:

1. Secure passage of Substitute Senate Bill 831 to provide for a single system where there are now two system libraries within a given county. (Exhibit A)
2. Award state aid system grants only for system activities. Where system and local activities are not clearly separated, no grants should be made.

3. Charge the State Board for Libraries with the responsibility to write goals and measurable objectives for system libraries, which will be submitted and approved by the State Board of Education.
4. Should encourage system libraries to work in a regional manner, and grant funds based only on the current regional planning areas.

Chapter 3

COLLEGE AND UNIVERSITY LIBRARIES

Several decades ago it was felt that most academic, postsecondary institutions could establish a library which could support the education process at the institution. Today, even the largest of academic institutions with libraries containing several million volumes, recognize that they must rely on other libraries to meet the demands of their students and faculty constituents. The postsecondary library specifically addresses itself to adult students, faculty and staff who are in the education environment of the community college, the four-year college, and the university; however, the resources could be utilized by all citizens of Michigan.

Michigan now spends over $20 million per year on postsecondary library support with little knowledge of the impact of that expenditure. Little data is available from which to draw conclusions. There are no clear-cut statements on the responsibilities for each institution in areas of cooperative purchasing, processing, interloan of materials and building of collections.

Many academic libraries have special in-depth collections as a result of academic excellence. If such excellent library resources exist, it seems logical that no other library should duplicate the in-depth collection, but should be able to borrow or copy needed materials.

Since little data is available from which firm conclusions could be drawn, the responsibility for collecting and analyzing that data should be placed with a state agency. The Department of Education should have

the responsibility to collect such data for the State Board of Education so that it can advise the Governor and the Legislature on the problems and the use of financial support for institutional libraries. The unique problems of the college and university libraries deserve some planning and coordination support so that there is adequate and equal funding, and so that college and university library services are related to local and system library services.

Currently, the Department of Education's Higher Education and Adult Continuing Education state aid proposal is the first step in this direction. The Act would set up a college and university planning unit within State Library Services, to enable the State Board of Education to advise the Governor and the Legislature on the basic needs of the various college and university libraries. This activity should be initiated and funded on July 1, 1974.

RECOMMENDATION

The Department of Education recommends that the necessary funds be granted for staff so that State Library Services could begin to collect data and provide advice through the State Board of Education on the needed planning and funding of publicly-supported college and university libraries and to fund either a state-supported access office at a major university library or a shared cataloging and processing center for academic libraries in Michigan. Exhibit B is the proposed legislation to accomplish this task.

Chapter 4

SUMMARY OF RECOMMENDATIONS

Since slow progress has been made on suggested reorganization of libraries, the Department of Education should adopt a firm plan:

1. To coordinate library service in Michigan.
2. To make each type of library accountable to people served, for its involvement in a network.
3. To obtain the financial base to achieve COMPREHENSIVE LIBRARY SERVICE in Michigan.

In order to do this, the Department of Education must implement a five-point plan based on the following recommendations:

A. LOCAL PUBLIC LIBRARIES

A-1 Organization and Local Support

(1) Local public libraries be encouraged to affiliate with the county library. (Exhibit A)

(2) Libraries serving less than a county area should be encouraged to affiliate with the county through a scale of state aid incentives.

(3) All local libraries will have a governing board with similar membership duties and responsibilities defined by law.

(4) Libraries within a county be open to all residents regardless of governmental affiliation.

(5) Legislation be introduced to accomplish the above four public library reorganizations and each reorganized local public library shall receive state aid as stated

in Table II. Exhibit A is the proposed legislation to accomplish this local public library reform.

(6) The State Board for Libraries be informed of its responsibilities for goals and measurable objectives so that it can start to formulate the recommendations as described in this paper.

A-2 Penal Fines

(1) Be aware of effects of loss of penal fines, and if fines are removed from library income, support a comparable increase in state aid.

(2) Submit legislation to use penal fines as a deduct from the balance between local tax and state aid equalization for libraries which make an effort to meet requirements as stated in Exhibit A, Section 15, the proposed legislation to accomplish this task.

B. SYSTEM LIBRARIES

(1) Secure passage of Substitute Senate Bill 831 to provide for a single system where there are now two system libraries within a given county.(Exhibit A)

(2) Award state aid system grants only for system activities. Where system and local activities are not clearly separated, no grants should be made.

(3) Charge the State Board for Libraries with the responsibility to write goals and measurable

objectives for system libraries, which will be submitted and approved by the State Board of Education.

(4) Should encourage system libraries to work in a regional manner, and grant funds based only on the current regional planning areas.

C. COLLEGE AND UNIVERSITY LIBRARIES

(1) The Department of Education recommends that the necessary funds be granted for staff so that State Library Services could begin to collect data and provide advice through the State Board of Education on the needed planning and funding of publicly-supported college and university libraries and to fund either a state-supported access office at a major university library or a shared cataloging and processing center for academic libraries in Michigan. Exhibit B is the proposed legislation to accomplish this task.

EXHIBIT A

PROPOSED

SUBSTITUTE FOR

SENATE BILL NO. 831

A bill to provide for the establishment of regional libraries; to provide state aid for public libraries in library regions; to prescribe the powers and duties of regional library boards; to provide an appropriation; and to repeal certain acts and parts of acts.

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

Sec. 1. This act shall be known and may be cited as the "state aid to public libraries act of 1974".

Sec. 2. As used in this act:

(a) "Local board" means the board of trustees or directors that has, as its primary purpose, the supervision of a local public library, or that board contracting for library service, or if there is no such board, the legislative body of the local government which maintains the public library.

(b) "Local support" means funds from tax sources, gifts, endowments, penal fines, or other funds received from local sources, excluding

state and federal aid as stated in this act.

(c) "Public library" means a library which is lawfully established for free public purposes by 1 or more counties, cities, townships, villages, school districts, or other local governments or a combination thereof, or by a general or local act, the entire interests of which belong to the general public. It does not include a special library such as a professional, technical, or school library.

(d) "Regional board" means the governing board of the regional library.

(e) "Regional library" means the library and/or service center designated by the regional board to execute services established by the regional plan and provided to libraries within the region.

(f) "State board" means the state board of education.

Sec. 3. Regional library boards representing local public libraries shall be established in accordance with this act and approved by the state board. The number of regions shall be determined by the state board in accordance with section 6.

Sec. 4. A preliminary regional plan for library services which sets forth a statement describing the specific services that will be rendered to those libraries within the geographic region, the means and agencies by which the services will be rendered without duplication of existing resources and expertise, and the regional board that will receive funds and execute duties shall be developed by participating local public library boards.

Sec. 5. To be eligible for membership in a regional library, a local library shall:

(a) Maintain a minimum local support of at least 3/10 of a mill on state equalized valuation in the fiscal year prior to July 1 of the year prior to distribution.

(b) Participate in the development of regional plans.

(c) Loan materials to other libraries within the region.

(d) Maintain an open door policy to all residents of the state, as provided by article VIII, section 9, of the Michigan constitution.

Sec. 6. A regional library shall include those areas consisting of:

(a) Two or more counties with a total population of at least 100,000.

(b) One county plus portions of other counties with a population of at least 100,000.

(c) One county or portion thereof with a population of at least 400,000.

(d) Portions of two or more counties with a population of at least 350,000.

(e) Combinations of counties or portions of counties serving a population of at least 50,000, if the region served has a population of 35 or less per square mile.

(f) The boundaries as provided in section 3 shall recognize the geo-socioeconomic conditions of the area and regions established for governmental purposes throughout the state. Any local board within a regional library shall have the option to petition the state board to be placed in a different regional library or to join with other local boards to form a regional library under the provision of this act. A local board serving an area adjoining more than 1 regional library shall have the option to determine the regional library in which it shall be placed. A public library, not affiliated with a regional library two years after this enactment, shall be assigned to a regional library by the State Board.

(g) The system board of any existing system serving over 1,000,000 population may petition the state board for designation as a regional board and the state board shall designate said system board, as already constituted, as the regional board, provided, however, that where such regional board is a county library board, the regional plan shall provide for expanding such regional

board to represent proportionately the population served in any other county or counties included in the region. This expanded regional board shall have authority over all matters affecting the operation of the regional library except for the property, personnel, and governmental relationships of the county whose board was designated as the regional board, which matters shall continue to be the responsibility of that county library board. The state board shall include in such region serving over 1,000,000 population all communities presently served by the existing system and all other communities not in another regional library within counties represented by members on the expanded regional board other than the designated system board members.

Sec. 7. A regional library board shall be representative of the participating libraries except as specifically provided in section 6. It shall consist of 9 members with the method of selection to be stated in the approved plan as provided in section 4. In the case of existing systems which otherwise qualify as regional libraries, the number of board members and their relationship to existing governmental units may continue if approved by a majority of the participating libraries and specified in the approved plan.

Sec. 8. The regional library board shall:

(a) Have powers which relate to the functioning of the regional library and the management and control of the regional library's funds and property.

(b) Select a chairman.

(c) Be a body corporate and a juristic entity for social security and legal identity purposes.

(d) Establish, maintain, and operate cooperative services for public libraries in its region.

(e) Appoint a director or coordinator to administer the regional library, fix his compensation, and delegate such powers to him as are in the best

interest of the regional library, including the power to hire necessary employees.

(f) Purchase books, periodicals, library materials, equipment, and supplies for the regional services.

(g) Purchase sites, erect buildings, and lease suitable quarters, and have supervision and control of property of the regional library.

(h) Enter into contracts to receive service from or give service to libraries in the state, including public, school, academic, or special libraries, other regional libraries and political subdivisions of the state.

(i) Have exclusive control of expenditures for the regional library.

(j) Accept gifts and donations of property, real and personal, for the benefit of the regional library and for the purposes for which donated.

(k) Adopt bylaws and rules not inconsistent with this act for its own government and do all things necessary to carry out the purposes of this act.

Sec. 9. Following establishment of the regional library board, the board shall submit to the state board a plan which designates and describes the responsibilities of the regional library, provides for future selection of board membership, and gives notice of the regional board's meeting dates. The original plan and any substantial modification shall be approved by the state board. It is expressly understood the regional library board has no jurisdiction over the property or management of the local library.

Sec. 10. The fiscal year of the regional library is July 1 to June 30, except where the regional library must conform to the fiscal year fixed by another state law or local charter. The funds of the regional library shall be deposited in banks designated by the regional library board.

Sec. 11. Following establishment of the regional library board, all

residents of the area are eligible to use the facilities and resources of all member libraries subject to the rules of the regional library plan, as long as the local area has provided for library service either through a local library or contractual arrangements. Services of the regional library, including those of participating libraries, are to be available at reasonable times and on an equal basis within the areas served to school children, individuals in public and nonpublic institutions of learning, and any student or resident within the area who is eligible under other provisions of this act. An applicant refused service may appeal to the state board which shall review the operation of the regional library and may withhold state aid funds until the services are granted.

Sec. 12. Once a regional plan has been accepted by the state board, and a regional library board established, the board of a local library shall adopt a resolution requesting the local library become a participating library in the region. Duplicate copies of the resolution, certified by the clerk of the local board, shall be filed with the regional board. The regional board shall accept or show reason for denial of the request for membership within 60 days of filing. When the regional board has accepted the resolution, the resolution and the acceptance shall be indorsed and a copy filed with the state board. The participating library has the same rights, duties, and privileges as all other libraries participating in that region.

Sec. 13. A regional library shall be granted continuing state aid at the rate of 50 cents per capita for its served population.

Sec. 14. The regional board shall provide, directly or through a written contract, services to all member libraries within the region. The services, subject to standards approved by the state board, may include:

(a) A central pool or rotating book collection.

(b) In-service training.

(c) Book selection aids.

(d) Bibliographic services.

(e) Audio-visual services.

(f) Bookmobile service or other outlets to outlying areas.

(g) Publicity and public relations.

(h) Printing.

(i) A centralized purchasing operation.

(j) Centralized processing including cataloging and marking.

(k) Reference services.

(l) Delivery service.

Sec. 15. When the state aid grant is insufficient to provide all services, the member libraries may be required to pay for services in a priority order to be specified in the regional plan. Regional headquarters shall be linked to the state library and may be required upon adequate funding to provide other services deemed essential to good public library service, and so designated by the state board.

Sec. 16. (a) A public library shall receive 30 cents per capita from state aid during the fiscal year 1974-75 if in the prior year the library received local support equal to that required by this act.

(b) During each succeeding fiscal year, and providing a library has met minimum standards as specified by the State Board and this Act, and has not reduced its local support from the previous year without the approval of the State Board:

(1) A public library shall receive state aid in 1975-76 as related below. If local support based on State Equalized Valuation is:

3/10 mill	=	30 cents per capita
4/10 "	=	40 " " "

5/10 mill	=	50 cents per capita
75/100 "	=	60 " " "
1.0 mill or more	=	75 " " "

(2) In addition, where the State Equalized Valuation equals less than $5055 per capita and where the local support is at least .75 mill on the SEV, the State will guarantee:

.75 mill	=	$3.80 per capita
1.0 "	=	5.05 " "

(3) A county library shall receive an additional $0.15 per capita for all residents who are served directly by the county library or who are served by a library that has merged with or affiliated by contract with the county library.

(c) A public library belonging to a regional library shall receive from state aid for the fiscal year 1974-75 an additional 15 cents per capita, all or a part of which must be used to pay for regional services from the regional board as provided by section 15 and the regional plan.

(d) A public library belonging to a regional library shall receive from state aid each year after fiscal year 1974-75 an additional 50 cents per capita, all or part of which must be used to pay for regional services from the regional board as provided by section 15 and the regional plan. When the cost of the regional library services has been paid, any remaining portion of the grant may be applied to local services under provisions of section 16 (b).

(e) A public library which is a county library serving a population of 50,000 or less which appoints to the office of head librarian a person with either a bachelor of arts or a bachelor of science degree from a college or university approved by an accrediting association of more than statewide standing, including or supplemented by 1 full year of training in a library school

accredited by the American library association and with at least 4 years' experience in an administrative capacity in an approved library, shall be reimbursed for that portion of the salary not exceeding $400.00 for any 1 month or $4,800.00 in any 1 year, if the county library received during its last completed fiscal year prior to the year in which distribution is to be made, from the county or counties not less than $3,600.00 exclusive of moneys received from federal or state grants in aid to the library.

(1) Any wage increases to present employees shall be paid equally by the state and local governments.

(2) On or before the fifth day of September, December, March, and June of the year of distribution, the county library board or its authorized agent shall certify to the state board the actual amount of the salary paid the head librarian during the 3-month period immediately preceding such months.

Sec. 17. A regional library and public library shall conform to certification requirements for personnel as established by the state board in order to qualify for state aid.

Sec. 18. A regional library and public library desiring to participate in state aid shall apply before October 16 of each year of distribution. The applicant shall certify to the state board the amount of money received from each source during the last completed fiscal year prior to July 1 of the year of distribution.

Sec. 19. The state board shall prepare a statement of the amount to be distributed in accordance with the provisions of this act. Vouchers for disbursement of state aid shall be signed by an authorized agent of the board and delivered to the department of management and budget, which shall draw up warrants on the department of treasury in favor of the fiscal agent of the regional or local board. State aid shall be distributed by June 30 of the year of distribution.

Sec. 20. A regional library or public library receiving state aid shall deposit the moneys in a separate fund. Expenditures from that fund are subject to review by the state board or its authorized representative.

Sec. 21. State aid paid to a regional library or a public library may be used for any expenditure, including the cost of intersystem or intrasystem contracts.

Sec. 22. When there is a dispute concerning the region to which a public library shall belong, services rendered to member libraries, or the operations of a regional system which cannot be resolved on the local level, the state board may hear the case. The decision of the state board shall be final.

Sec. 23. The state board shall consider the following needs in carrying out its powers and duties:

(a) Library facilities shall be provided to all residents of a region without needless duplication of facilities, resources, or expertise.

(b) Establishment of a local library may be approved for state aid purposes where local conditions require an additional local library.

(c) Existing libraries and new libraries shall cooperate to provide adequate library services at a reasonable cost.

(d) Increased effort shall be made to provide all residents the right to read with added emphasis on areas which normally cannot provide such services.

(e) Local responsibility, initiative, and support for library service shall be recognized and respected when provision is made for adequate local and regional library service.

Sec. 24. The state board may promulgate rules for administration of this act and for transition from Act No. 286 of the Public Acts of 1965, as amended, being sections 397.501 to 397.527 of the Michigan Compiled Laws, in accordance with and subject to Act No. 306 of the Public Acts of 1969, as amended, being sections 24.201 to 24.315 of the Michigan Compiled Laws.

Sec. 25. There is appropriated for public libraries from the general fund of the state for the fiscal year ending June 30, 1974, and for each fiscal year thereafter, the sum necessary to fulfill the requirements of this act. The appropriation shall be distributed as provided in this act.

Sec. 26. Act No. 286 of the Public Acts of 1965, as amended, being sections 397.501 to 397.527 of the Compiled Laws of 1970, is repealed.

PROPOSED

STATE AID TO

HIGHER EDUCATION AND

ADULT CONTINUING EDUCATION

Grants to Colleges and Universities for Library Services

Sec. 39. There is appropriated to the Department of Education the sum of $80,000.00 for purposes of planning and coordinating the needs of the several community colleges and public baccalaureate institutions in terms of their request for library funds.

Sec. 40. A basic grant of $80,000.00 shall be made to the Department of Education for purposes of establishing an access office or shared cataloging projects to support the continuing growth and enrichment of resources available to the citizens of Michigan. Such access offices shall be limited to Michigan State University, Wayne State University and the University of Michigan. The services of the access offices shall be available to all libraries based upon rules and regulations developed cooperatively with the institutions and approved by the State Board of Education. The State Board for Libraries shall advise the State Board of Education on the development of long-range acquisition policies to strengthen the existing collections and to avoid unnecessary duplication of library resources, including the need to share cataloging projects.

Sec. 41. All community colleges and public baccalaureate institutions shall make available to all residents of the region in which they are located, without charge, through a practical manner, library materials for purposes of interlibrary loan, information or research. The State Board of Education shall recommend to the Governor and the

Legislature appropriate library regions, taking into consideration the other educational units of government.

Sec. 42. The State Board for Libraries shall advise the State Board of Education on the planning and coordinating of library services for higher education in Michigan. The State Board of Education shall report to the Governor and the Legislature by each October 1 on the financial requirements and planning and coordination of libraries in the area of higher education financed by the State of Michigan.